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LAND USE ELEMENT
PINOLE GENERAL PLAN

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UNIVERSITY OF CALIFORNIA

CITY OF PINOLE
CALIFORNIA

ADOPTED BY CITY COUNCIL APRIL 18, 1983
RESOLUTION NO. 1844

LAND USE

1. Introduction

The Land Use Plan designates the proposed distribution, location and intensity of the uses of land in Pinole. The Plan is designed to be long-range in nature and is based on ultimate service capability and land holding capacity of the designated areas. The land holding capacity reflects the environmental limits of the area and emphasizes the community's goal to protect and enhance the semi-rural/residential character which has made Pinole a unique place in which to live and work.

The Land Use Plan map brings together all the map-related goals, policies, and programs outlined in other sections of the Pinole General Plan.

2. Goals and Objectives

The following Goals and Objectives shall serve as a guide for land use development:

- A. The natural/semi-rural image and character of Pinole shall be preserved and enhanced by future development.
- B. Development shall maintain and enhance the quality of life in Pinole and shall be designed to promote security in the home and work place.
- C. Development shall take place in an orderly manner. Leap frog development which does not provide for a consistent extension of all public facilities and services shall be discouraged.
- D. Residential development shall be integrated in terms of land use, distribution, housing types, styles, density, proximity to shopping areas and social-economic characteristics.
- E. Development which maintains and enhances the existing character and quality of life in Pinole while broadening the tax base and providing sales tax revenues shall be encouraged.
- F. New development shall generate adequate public revenues to support the services and amenities which the community determines necessary to maintain the existing quality of life. New development shall justify itself in terms of public revenues generated.
- G. Development shall provide for a transition in land use intensity, site design and traffic circulation between conflicting land uses.
- H. Commercial development shall be concentrated in specific areas so as not to detract from the semi-rural residential nature of the community.
- I. Uses serving region-wide needs shall be encouraged to locate in areas designated for regional commercial uses.



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- J. Areas shall be provided where suburban/rural residential development can be located to act as a transition and buffer between Agriculture/Open Space areas and urban residential development.
- K. Increased local shopping opportunities for Pinole's residents shall be encouraged.
- L. The use of energy conservation measures in the design and construction of all new development and in the redevelopment of existing structures, including both active and passive solar energy devices shall be encouraged.

3. Definitions of Land Use and Circulation Categories

- A. Residential. The existing environment of Pinole is of a high quality, semi-rural residential nature. This plan is intended to preserve and enhance the existing character.

Some residential categories may permit the use of innovative building and site design techniques, such as cluster development and common open space.

Churches, parks and public/private schools which are generally intended to serve the residential areas they are located in may also be permitted.

Dwelling Unit Density. Densities which are indicated are based on the number of dwelling units PER NET ACRE. NET ACRE is defined as the total gross land area less the areas designated for Open Space, Industrial and Commercial land uses and the area of land devoted for public streets, both existing and proposed.

- 1) Suburban/Rural Residential. (0.2 - 1 dwelling units/net acre). This residential category is intended to preserve those developed and undeveloped areas which are located on hill area terrain. This land use designation is designed to act as a buffer which provides a smooth transition between rural agricultural and open space uses and the more intense urban land uses in Pinole.

The character of development is intended to promote:

- (a) Creative and attractive individual buildings, groups of buildings and all site improvements including retaining walls, fences and screens so that they are compatible and complementary to each other and to the natural environment in which they are located.
- (b) Large spacious lots in areas where minimum disturbance to existing natural topography and environmental setting will be maintained.
- (c) Positive relationships between developed areas and open space areas. Examples are, siting homes to permit direct use of open space areas and by sensitively designing pathway systems, landscaping and grade relationships throughout the site with minimal impact on the natural environment.

The use of density transfer, cluster development and common open space, shall be limited to areas where conventional large lot development would otherwise result in producing effects contrary to the intent of this land use designation.

2) Low Density Residential. (1-7 dwelling units/net acre).

This residential category is intended to preserve and enhance the existing single family residential character of the City. In cases of standard traditional development, the minimum lot size is 6,000 square feet (on level terrain) with one dwelling unit on each lot.

3) Medium Density Residential (7-20 dwelling units/net acre).

This category is intended for multi-family residential uses. The Zoning Ordinance should provide standards for densities up to a maximum of 20 units/net acre, based on a sliding scale reflective of lot size. Innovative residential building and site design techniques shall be encouraged.

The City Council, after receipt of Planning Commission report and recommendation, may authorize a project of a density higher than 20 units/net acre provided the Council finds in each case the project:

- (a) is on a lot of 10,000 square feet or less; and
- (b) is located in an area of Old Town generally bounded by School Street, Santa Fe Railroad, City of Hercules, and Interstate 80; and
- (c) does one or more of the following:
 - (1) provides senior citizen housing and is designed specifically for such use, or
 - (2) abuts public OPEN SPACE.

4) Old Town Home Industry

The Old Town Home Industry land use category is intended to preserve and enhance the unique living environment and historic character of the Old Town Pinole area. This land use concept involves a mix of residential and home industry uses where a person may live and work in the same place. The uses permitted in this area include single-family residences, two-family residences, professional offices such as architects, lawyers, doctors, and engineers, home craft industries such as artisans, potters, painters, sculptors, dressmakers, and weavers; other commercial uses three and four family dwellings, and home industries would be permitted through special permit.

Any reconstruction, additions, or new structures shall conform to the historic architectural character of the immediate area. Uses of existing structures for both living and work places are encouraged. Area-wide parking shall be encouraged.

B. Commercial Uses. The commercial uses of the plan are divided into broadly defined commercial activity areas: Regional/Area Commercial, Central Commercial, General Commercial; Neighborhood Commercial; Professional and Administrative Offices. Each of the commercial desig-

nations is distributed in the City based on the existing commercial activities, the surrounding land uses, proximity to major streets, and the general market area necessary to sustain each type of commercial activity. Special attention is given to encouraging specific commercial activity needs to support the residential community as a whole. In some cases, these commercial activity areas overlap and provide several functions, while in other locations, where vacant commercial property is at a premium, specific commercial land use activities are desirable.

1) Regional Commercial Activities

The areas designated for regional commercial activities are intended for a diversity of large scale retail, commercial, and limited employment uses, primarily oriented toward the West Contra Costa County market area. Uses include large scale retail stores, department stores, professional administrative offices and other retail uses not usually available in neighborhood shopping centers. In addition, permitted uses include limited industrial employers, such as: electronics manufacturing, assembling, and suppliers; professional, scientific, and controlling instrument research and production; printing, publishing, and binding industries; data processing and computer-oriented industries; and other limited small scale assembly uses.

The commercial park area south of I-80 and west of Appian Way to the City limits is designated for regional commercial activities.

2) Area Commercial Activities

The area commercial designation is intended for a wide range of retail, office, recreational, and freeway oriented commercial uses providing goods and services on a community-wide level. Uses include: general and professional offices, such as doctors, lawyers, architects, engineers, and realtors; retail commercial stores and services, specialty shops; freeway commercial uses such as motels, hotels, gas stations, and restaurants, dinner houses, and coffee shops; and commercial recreational uses such as health clubs, skateboard parks, tennis or racquet clubs, and bowling alleys.

In addition, the Area Commercial land-use category would permit medium-density, multi-family developments in special locations. Medium-density residential development would be permitted as a buffer between the higher-intensity commercial uses along the major arterial streets and abutting low-intensity residential neighborhoods. Medium-density residential development would only be permitted after the Planning Commission has found that the proposed design provides for proper circulation, residential open space, building orientation and site design, setbacks to minimize the impacts to adjacent low-intensity residential developments, and landscaping.

3) Old Town Commercial Activities

Old Town Pinole is the area designated for Central Commercial activities. These activities are intended for retail stores; professional, financial, administrative and government offices; neighborhood retail services; restaurants, and other compatible commercial/residential uses. The Old Town area is envisioned as a City Center where a wide range of public and retail commercial activities are provided. Multi-use development, new or rehabilitated, with retail uses at ground level is highly encouraged. Development guidelines encourage the preservation of the Old Town character and scale through appropriate design guidelines and public redevelopment programs.. Re-use, restoration, and preservation of existing historic structures is highly encouraged. Any renovation, addition, or new buildings shall conform to the historic architectural character of the "Old Town." Area-wide parking shall be encouraged for commercial activities in the "Old Town."

4) General Commercial Activities

Areas designated for General Commercial activities are intended for general retail, wholesale, and service uses such as, but not limited to, auto sales, auto repair, storage and warehousing, building material sales yard, carpenter's shop, electrical and plumbing shops, veterinary clinics, and other similar heavy commercial uses. The general location is along San Pablo Avenue from Appian Way to Richmond city limits. Such uses provide a special service to the community. Special attention should be given to proper site and building design, building and landscape maintenance and the relationship to adjacent uses. Development guidelines in this plan require special site design and landscape treatment of side and rear yard of commercial uses abutting residential uses.

5) Neighborhood Commercial Activities

Neighborhood Commercial uses are limited to retail commercial uses that serve the immediate surrounding residential areas. These activity areas provide convenient sources of everyday needs such as food and variety items.

Neighborhood Commercial activities are centered at the Pinole Valley Road Shopping Center, the Tara Hills-Appian Way Shopping Center, and at Tara Hills-San Pablo Avenue Shopping Center. In addition, Neighborhood Commercial activities are provided in the Old Town Central Commercial area and at convenient locations along San Pablo Avenue, where analysis of residential populations demonstrates that such activities are required or will be required.

6) Professional Administrative Office

The Professional Administrative District is intended for business and professional offices and services such as doctors, lawyers, architects, engineers, banks, savings and loans, and other financial institutions. In addition, limited retail uses would be permitted such as restaurants, book stores, graphic supply sales, printers, stationery stores, personal services, and other similar specialty and services uses that serve the professional administrative district.

C. Medical Office Activities. Medical Office uses is a special commercial land-use category intended to preserve and enhance the specialty office needs associated with the Pinole Doctors Hospital. Areas designated Medical Office use adjacent to Doctors Hospital are specifically limited to doctors' offices, dental offices, medical clinics. However, limited service and retail uses associated with the medical professions, employees and visitors are permitted -- such as drugstores, florist, sale of gas, and medical supplies.

D. Industrial. The Industrial districts in the City are intended to provide areas for the development of light industrial uses. These comprise a variety of industrial and industrially related activities including industrial parks, research/development, assembly, distribution, wholesale facilities, warehousing, manufacturing, contractors storage yards, and related service uses. The areas are to be developed in accordance with property development standards requiring regulated site coverage, quality landscaping, screening of open storage, setbacks, controlled signing and high quality industrial structures. Industries which have significant negative impacts on adjacent areas due to noise levels, smoke, dust, glare, heat, vibration or other such negative conditions shall not be permitted.

E. Public and Quasi-Public Uses. Public and Quasi-Public uses include city, county, or other governmental land and facilities; schools, both private and public; churches and other public or special private institutional uses. Areas designated as public or quasi-public use are existing facilities to be preserved and enhanced through special attention to future upgrading of buildings, additions, and repairs.

City-wide community facilities including the Pinole Civic Center, the Pinole Community Center, Memorial Center, and the Contra Costa Library are specifically designated with symbols. (Additional policies are provided in the Parks and Open Space Element.)

F. Open Space, Conservation, and Parks

1) Public Parks

Public Parks includes open-space areas both existing and proposed for the purpose of active recreational uses whose character is both urban and rural in nature. Public parks are categorized into neighborhood parks serving primarily residential areas, community-wide parks which serve the community as a whole, and special parks such as the Pinole Creek Linear Park that serves the special purpose of providing a pedestrian trail system preserving the creek and enhancing the physical environment of those areas adjacent to the creek. The creek corridor varies in width up to 200 feet and provides a multitude of recreational activities.

Open Space and Conservation Areas

Those areas designated Open Space or Conservation areas include both publicly owned open space and privately owned land with special development controls.

(a) Privately owned open space designated conservation areas include: open-space land held in joint ownership through homeowners' organizations in planned development areas, the Pinole Ridge and El Sobrante Ridge areas with special development controls, and the open spaces adjacent to San Pablo Bay. Privately owned open space may include agricultural uses, open range, pasture land, or tree farming.

(b) Agricultural uses are limited to a minimum of five (5) acre lot sizes. Public open-space lands include city and county owned open space, EBMUD properties, flood control easements along Pinole Creek, San Pablo Bay and other publicly owned land where limited development is permitted, such as water tanks, reservoirs, etc. Development of water storage facilities shall be subject to review by the City Planning Commission and shall be screened with native woodland tree stock such as Bay, Oak and Buckeye in a pattern resembling native natural stands and relating visually to the adjacent woodlands.

Additional policies are provided in the adopted Conservation Element.

G. Circulation System. The street system is the principal component of the circulation system. The street system is divided into four categories: local, collector, arterial, and freeways. Each category is called upon to fulfill a specific function. (Additional policies and development criteria are provided in the Transportation Section.)

1) Freeways

Freeways are limited-access streets whose major function is to move traffic from one community to the next and one city to another. Access is limited to separated intersections with arterial streets and collectors. Abutting property access is not permitted.

2) Arterial

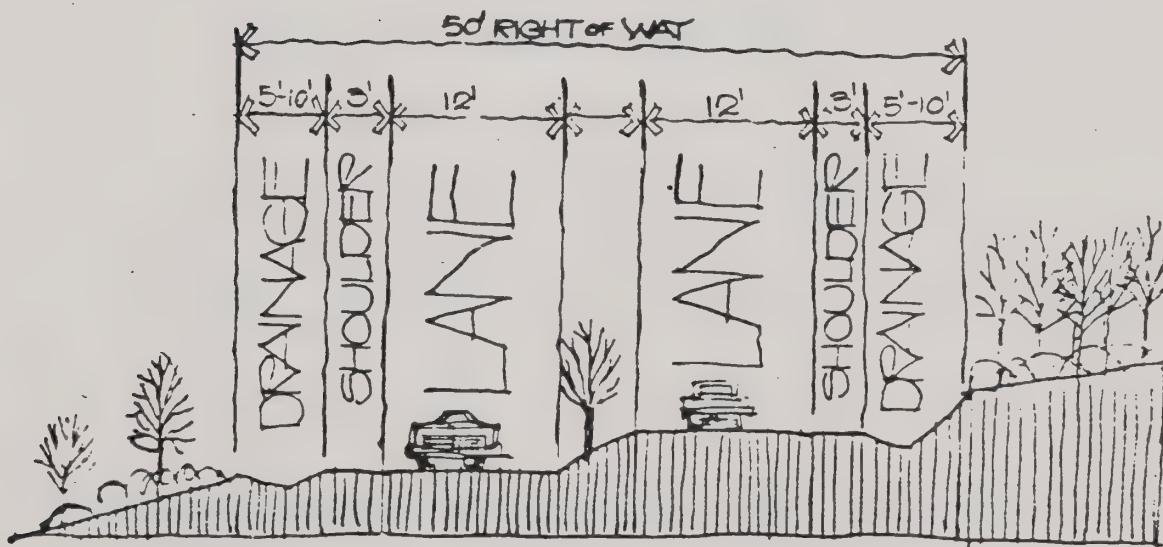
The major function of an arterial is to serve through traffic and move traffic from collectors to freeways. Arterials also provide controlled access to major abutting properties and activity areas.

3) Collector

The purpose of a collector is to carry traffic from a residential area to an arterial. Collectors have two classifications:

(a) Local. Local collectors generally have a 60 foot right-of-way width with a minimum of 40 feet in pavement. Local collectors may provide access to abutting properties.

(b) Hill. Hill collectors are appropriate in areas where standard street design would result in excessive cut and fill slopes due to existing hill area terrain. Hill collectors may provide access to abutting properties but access should be controlled and parking restricted to specially designed parking bays (8x18 feet per car). The following standards should apply:



- 50-foot right-of-way, with two 12-foot vehicle travel lanes, two 3-foot shoulders, and two 5-10 foot mowing strips for drainage and fire protection where topography permits. Where drainage swales are used to carry surface water runoff, design shall be so as to prevent erosion of the channels and ravelling of adjacent pavement. Grade-separated travel lanes may be used where appropriate, especially to eliminate excessive grading and to permit the retention of mature trees. Retaining structures shall be used on steeper slopes to reduce the disruption of existing topography.

- 12-14% maximum grade.

- Designed for a posted speed of 30-mile per hour.

- 200-foot minimum forward sight distance.

- 250-foot minimum radius of horizontal curves.

4) Local Streets

Local streets provide access to abutting properties and move local traffic to and from collectors or arterials. Local streets generally have a 50 foot right-of-way width with a minimum of 38 feet in pavement. In addition, local streets provide easements for utilities, open space between buildings and serve as an urban design element.

Local streets (hills) which feed into hill collectors and/or are located in hill area terrain should be designed to the following standards:

- 40 foot minimum right-of-way, with two 10-foot vehicle travel lanes, two 3 foot shoulders and two 7 foot (minimum) strips primarily for landscaping. If drainage swales are used to carry surface water runoff, design swales to prevent erosion of the channels and ravelling of adjacent pavement.
- Maximum length 1,200 feet as measured from the nearest collector.
- 14-16% maximum grade.
- Designed for a posted speed of 15 mile per hour.

Parking is prohibited within the travel lanes, but may be provided in parking bays (8 x 18 feet per car) adjacent to the outside edge of the shoulder.

The landscape strip mentioned above may be designed for special parking bays (8 x 18 feet per car).

4. Alternative Land Uses and Circulation

The following land uses are designated on the Land Use Map:

- A. Duncan Canyon. The area south of Duncan Road known as Duncan Canyon shall comply with the objectives of the open space, recreation and trails elements of the General Plan; furthermore, the proposed development shall preserve the unique natural character of the ravine through an innovative residential cluster concept. Any extension of Duncan Road shall comply with the design standards for Local Streets (Hills) as defined under Circulation of this Element.
- B. Pinole Waterfront. The present trailer storage use of the lot on the southeast corner of Tennent and Railroad Avenues may continue as well as alterations and additions to the present basic use, such as covered storage.

The long-range goal is that any future development in the waterfront area shall be compatible with the preservation of the shoreline and the surrounding residential neighborhood and provide for public access to the bay and the creek.

Any new construction or new land use shall be permitted only after the Planning Commission finds that the proposed architecture, site, design

and land use are consistent with all the objectives of public use of and preservation of the shoreline, and compatible with the historic and residential density of the neighborhood. Uses generating larger volumes of traffic or large truck traffic shall be discouraged.

- C. Industrial Boulevard. The location of the Industrial Boulevard is intended to be general in nature. The specific location may vary from that shown on the General Plan provided that the street provides access to the Bay View residential area from San Pablo Avenue and the street provides a separated grade crossing at the Santa Fe Railroad tracks.
- D. Faria Marsten Collector Street. An additional collector street connecting the Faria/Marsten areas with the existing collector streets along Estates, Ramona, or Simas Avenues may be required after study of traffic topography, necessity, and feasibility.
- E. Tara Hills School Area. Alternative land uses for the vacant high school site in the Tara Hills area may permit residential development, provided land is allocated for a neighborhood park facility and major access to the site is provided from San Pablo Avenue.
- F. North Richmond By-Pass/Atlas Interchange. Specific provision of such interchange may be made through General Plan Amendment or by City Council Resolution after Planning Commission recommendation which shall include the following objectives:
 - 1) Two-way exchange between Hilltop Drive and Commercial Park.
 - 2) North and south access to the freeway at both ends of the property.
 - 3) Physical separation between shopping traffic and industrial through traffic.
- G. Downer House. Any proposed change in land use or additional use shall be first approved by the Planning Commission for consistency with historic preservation policies and appropriateness to this site.
- H. Pinole Creek Watershed. It is the goal of the City of Pinole to include all lands in Pinole Creek Watershed (south of Martinez, east of Hercules, and west of Richmond) in its sphere of influence and that proper and timely application for said sphere of influence shall be made to LAFCO (Local Agency Formation Commission), and such annexation shall be made to the City of Pinole. Pinole Valley is a separate single identifiable geographic and economic area that should be preserved as such.

OPEN SPACE ELEMENT

PINOLE GENERAL PLAN

CITY OF PINOLE
CALIFORNIA

ADOPTED BY CITY COUNCIL APRIL 18, 1983

RESOLUTION NO. 1844



OPEN SPACE

1. Introduction

Open space has long been recognized as a major attraction in Pinole, creating the City's identity as a semi-rural residential community. Pinole's outstanding open-space setting includes San Pablo Bay, Pinole Creek, Pinole and El Sobrante Ridges forming the unique Pinole Valley, wooded valleys, hills, and open grasslands. Many families move to Pinole because of these natural assets and rural flavor; however, so many have desired these qualities that the rural setting is endangered due to urbanization. Open space is a limited natural resource; thus, in order to preserve Pinole's identity and resources, proper planning and land-use management to preserve open space is essential.

The Open Space and Recreation Elements are intended to identify and to protect the open spaces and natural resources of Pinole, to encourage urban growth in those areas where the natural characteristics of the land are most suited for development, and to outline a comprehensive plan for the development of a city-wide park system.

2. Definition of Open Space

Open-Space uses are defined by state government codes as "any parcel or area of land which is essentially unimproved or devoted to an Open Space Plan" as any of the following:

- A. Open Space for the preservation of natural resources,
- B. Open Space for the managed production of resources,
- C. Open Space for outdoor recreation,
- D. Open Space for public health and safety,
- E. Open Space to control urban form, prevent insufficient patterns of development, and to channel urban growth within already built-up areas and areas immediately adjacent to the City of Pinole.

The Land Use Plan Map designates those areas for open space and park use. Open-space land includes: public and private dedicated permanent open space; East Bay Municipal Utility District land, water tanks and reservoirs; scenic easement and undeveloped right-of-way along state and federal highways; utility easements; Flood Control District land, and

other areas of significant visual, environmental, and recreational value designated by the City Council.

3. Goals and Objectives

- A. To contribute to and coordinate with county and regional open space and recreation planning.
- B. To preserve natural open-space areas for visual open space, nature study, community shaping, conservation of natural resources, and conservation of native plant and animal communities.
- C. To protect notable historic, archaeological, and cultural sites from destruction.
- D. Improve and beautify existing major streets to enhance Pinole's semi-rural image.
- E. Establish open-space lands in areas with high development constraints and high visual importance to the community.
- F. Preserve environmental situations that, if disturbed, would destroy important wildlife habitats and valued natural features.

4. Development Guidelines

- A. Ridgeline Preservation Policy and Criteria. The City of Pinole recognizes the ridgelines surrounding the community as unique, natural features that serve as a natural habitat for wildlife, and as unique, natural landmarks that identify and contain the semi-rural character of the City. Recognizing these as valuable irreplaceable assets, the City of Pinole has established the following Ridgeline Preservation Policy.

Policy

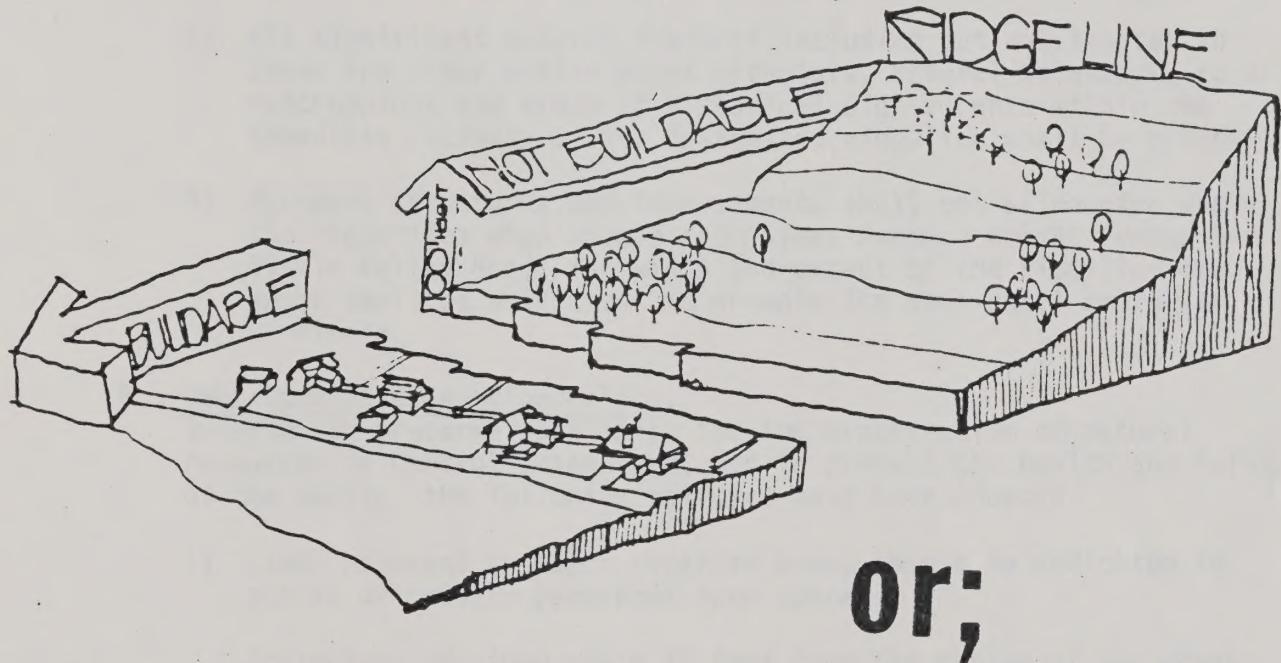
- 1) Preserve the ridgelines and the natural skyline in their natural states unobstructed by man-made structures or improvements.
- 2) Provide an open green belt space around the Pinole urban area to act as a buffer and a visual relief between adjacent urbanized areas.
- 3) Provide an open green belt space along the Pinole and El Sobrante ridgelines in sufficient width and scope, considering topography, to act as an unencumbered open space consistent with the concept of a green belt.
- 4) The existing agricultural uses shall continue to be permitted in the areas designated as the Pinole and El Sobrante Ridges Open Space Areas.

Criteria

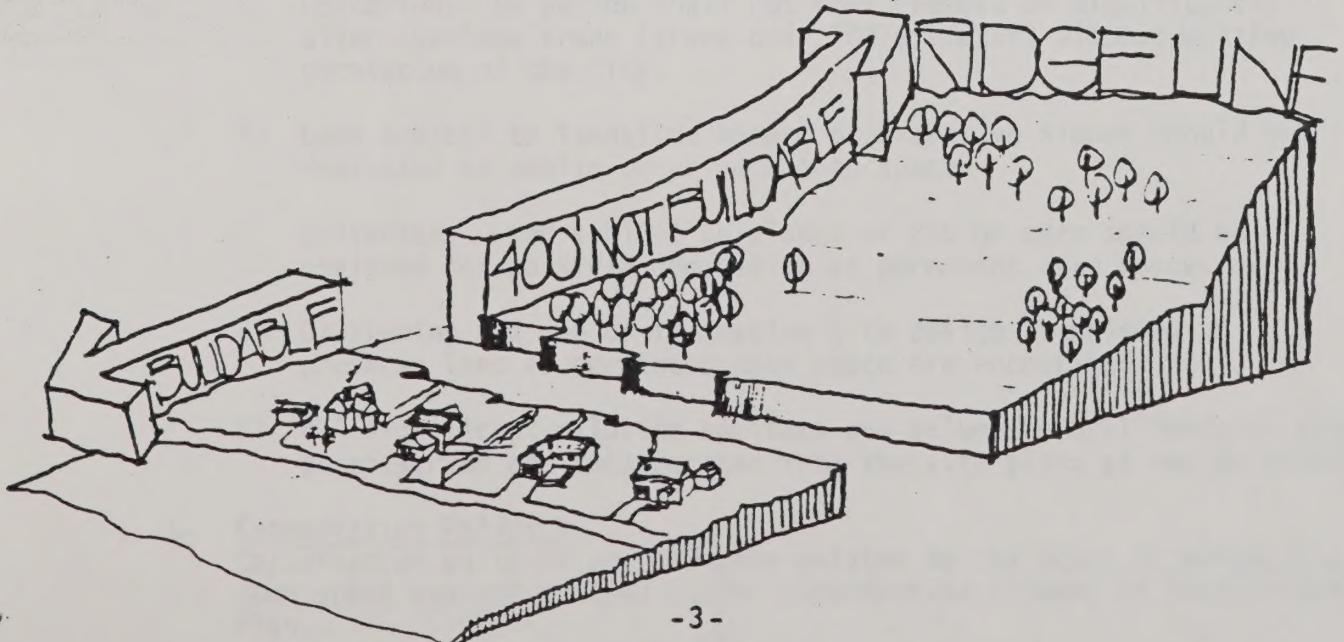
In review and approving land use and development proposals within the vicinity of the Pinole ridgeline and the El Sobrante ridgeline, the following standards shall be used:

- 1) Commencing at the 400-foot elevation, except as otherwise specifically provided for, structures or improvements shall not be allowed within the areas described as follows (whichever is less):

- (a) 100-feet in elevation below the center of the ridgelines;



- (b) 400-feet in lineal distance from the center of the ridgelines.



- 2) No structures or improvements shall be allowed on the following natural areas or features.
 - (a) Within the existing watershed of Shady Draw.
 - (b) The peaks surrounding the Shady Draw watershed.
 - (c) On El Pinole Peak (elevation 428 feet) down to the elevation of 300 feet on the north, west and south sides.
- 3) All structures and improvements built within the immediate vicinity of areas designated as the ridgeline open space shall be restricted to a maximum height of two stories or 25 feet, whichever is less.
- 4) All significant natural features including but not limited to: trees and other native plant materials, natural waterways, rock outcroppings and areas of historical significance within the immediate vicinity of the designated ridgeline shall be preserved.
- 5) Man-made structures and improvements shall not silhouette above the ridgelines when viewed from Simas Avenue, Wright Avenue and Pinole Valley Road; the width and extent of the ridgeline open space shall be sufficient to promote the semi-rural character of Pinole.

B. Open Space Preservation Policy.

In order to preserve open space for the preservation of natural resources to control urban form, and to protect the health and safety of the public, the following policies have been adopted.

- 1) Lands adjacent to major riparian areas should be dedicated to public or private permanent open space.

Criterion: Minimum width 70 feet from the center of the creek.
- 2) All specimen trees and significant groves of trees shall be preserved.

Criterion: No person shall cut down, remove or significantly alter specimen trees (trees over 10" diameter) without written permission of the City.
- 3) Land subject to landslide hazard or excessive slopes should be dedicated as public or private open space.

Criterion: Land subject to slopes of 25% or more should be reviewed for possible dedication as permanent open space.
- 4) Clustering and use of innovative site design techniques to preserve land as permanent open space are encouraged.
- 5) All significant wildlife habitats and valued natural features should be preserved and incorporated into the site plans of new developments.

C. Conservation Policies.

Conservation policies are directly related to the goals of preserving open space and are covered in the Conservation Element of this General Plan.

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